

100 Devonshire Place – Zoning Amendment Application – Final Report

Date: June 3, 2019

To: Toronto and East York Community Council

From: Director, Community Planning, Toronto and East York District

Ward 11 - University-Rosedale

Planning Application Number: 18 218741 STE 20 OZ

SUMMARY

This application proposes to add a 14-storey institutional tower at the northern portion of the existing four-storey Goldring Centre for High Performance Sport, which would form the base of the building at 100 Devonshire Place.

The proposed development is consistent with the Provincial Policy Statement (2014) and conforms with the Growth Plan for the Greater Golden Horseshoe (2019).

This report reviews and recommends approval of the application to amend the Zoning By-law. The application proposes a compact built form on a site that is appropriate for further intensification, within a built-up area, that would take advantage of existing infrastructure, provide new institutional uses, and contribute to the vitality of the campus and surrounding neighbourhoods.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council amend Zoning By-law 438-86, for the lands at 100 Devonshire Place, substantially in accordance with the draft Zoning By-law Amendment attached as Attachment 6 to the report dated June 5, 2019 from the Director, Community Planning, Toronto and East York District.
2. City Council authorizes the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required.
3. Before introducing the necessary Bills to City Council for enactment, City Council require the Owner to:

- a. Provide the results of fire hydrant flow testing and a comparison of calculated domestic and fire demand with available flow and pressure from the water system based on results of hydrant tests;
- b. Provide a revised Functional Servicing Report to clearly indicate that the proposed development will have no negative impact on downstream sanitary sewer capacity and that no downstream sanitary analysis is required, to the satisfaction of Chief Engineer and Executive Director, Engineering and Construction Services; and
- c. Pay for and construct any improvements to the municipal infrastructure identified in the revised Functional Servicing Report, to be submitted for review and acceptance by the Chief Engineer and Executive Director, Engineering and Construction Services, should it be determined that improvements to such infrastructure are required to support this development.

FINANCIAL IMPACT

The recommendations in this report have no financial impact.

DECISION HISTORY

A Minor Variance application for the site was approved on February 22, 2012 followed by approval of a Site Plan Control application on May 16, 2013 to permit the four-storey athletics building that is currently located on the site.

A pre-application meeting was held on May 29, 2018 and a meeting with the University's Community Liaison Committee was held on June 11, 2018. The current application was submitted on August 31, 2018 and deemed complete on September 26, 2018. A Preliminary Report on the application(s) was adopted by Toronto and East York Community Council on February 14, 2019 authorizing staff to conduct a community consultation meeting. Community consultation is summarized in the Comments section of this Report. The Community Council decision and Preliminary Report are available at: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.TE3.64>.

PROPOSAL

This application proposes to amend the Zoning By-law provisions for the property at 100 Devonshire Place to maintain the existing building on the site and permit a new tower on the northern portion of the existing building where the common service bay is located. The proposed tower would have a height of 14 storeys and approximately 75 metres (81 metres including the mechanical penthouse). The new building would have a gross floor area of approximately 10,145 square metres and a maximum floorplate size of approximately 865 square metres.

The tower would include offices, classrooms, labs and a dining and event facility for the building's tenants. Proposed tenants include the Rotman School of Business, the Munk School of Global Affairs and Public Policy, the Mathematical Finance Program, and Faculty of Kinesiology and Physical Education. The retained 6,257 square metre Goldring Centre for High Performance Sport would form the base of the new tower and the existing athletics facility uses in this component of the overall building would be maintained. The resulting overall gross floor area on the site would be approximately 16,402 square metres.

Pedestrian and loading access to the site would be provided from Devonshire Place using the existing accesses to the Goldring Centre. Eighty bicycle parking spaces are proposed on-site outside and 30 bicycle parking spots are proposed inside the building. No vehicle parking spaces are proposed. One Type B, two Type C and one convertible space that can be used as one Type B or two Type C loading spaces exist on the site within the existing service bay of the Goldring Centre and are proposed to be maintained.

Of note, the tower is proposed to use mass timber construction, which produces a lower carbon footprint than traditional building materials as less energy is required to produce the material.

See Attachment 1 of this report for application data, Attachment 7 for the proposed Site Plan, Attachments 8-11 for the proposed Elevations and Attachments 12 and 13 for three dimensional representations of the proposal in context.

Site and Surrounding Area

The subject property is within the University of Toronto St. George Campus. It is located south of Bloor Street West on the west side of Devonshire Place. The rectangular-shaped site has an area of approximately 3,802 square metres with frontage on Devonshire Place of approximately 83 metres and a depth of approximately 46 metres.

See Attachment 2 of this report for the location map.

The buildings and uses surrounding the subject site include the following:

North: The low-rise Munk School of Global Affairs and Public Policy abuts and is connected to the subject site on the south side of Bloor Street West. The north side of Bloor Street West includes mixed-use buildings with a range of heights, from low-rise heritage buildings to tall residential, office and institutional buildings up to 32 storeys in height. The St. George and Spadina Subway stations are also located on the north side of Bloor Street West.

East: Varsity Centre stadium is located on the east side of Devonshire Place. A 14-storey institutional building is proposed to the south of the stadium at 15 Devonshire Place and 6 Hoskin Avenue where a surface parking lot is currently located (File No. 19 125840 STE 11 OZ). Farther east along Bloor Street West is Koerner Hall and the Royal Conservatory of Music, with the Philosopher's Walk open space and the Royal Ontario Museum beyond.

South: The area south of the site contains institutional buildings that are generally low- to mid-rise in height, with the central area of the St. George Campus including the historic core of University College, the Front Campus and King's College Circle beyond.

West: A north-south pedestrian connection runs along the west side of the site. Woodsworth College, which is a collection of low-rise buildings, is located to the immediate west of the site. The 18-storey Woodsworth College Residence is located to the northwest at the intersection of Bloor Street West and St. George Street. Southwest of the site on the east side of St. George Street is a collection of predominantly historic low-rise buildings with interspersed mid-rise additions of up to nine-storeys.

Reasons for Application

The proposal requires an amendment to the former City of Toronto Zoning By-law 438-86, as the proposed building does not conform to the permitted building envelope described in the area-specific Zoning By-law, and the proposed height of approximately 75 metres (81 metres including the mechanical penthouse) exceeds the existing 28 metre height permission.

APPLICATION BACKGROUND

Application Submission Requirements

The following reports/studies were submitted in support of the application:

- Planning Rationale
- Heritage Impact Assessment
- Arborist Report
- Sun/Shadow Study
- Pedestrian Level Wind Study
- Public Consultation Plan
- Functional Servicing and Stormwater Management Report
- Geotechnical and Hydrological Report
- Transportation Impact Study

These reports/studies can be viewed through the Application Information Centre (AIC) here: <https://www.toronto.ca/city-government/planning-development/application-information-centre/>.

Agency Circulation Outcomes

The application, together with the applicable reports noted above, has been circulated to all appropriate agencies and City Divisions. Responses received have been used to assist in evaluating the application and to formulate appropriate Zoning By-law standards.

Statutory Public Meeting Comments

In making their decision with regard to this application, Council members have had an opportunity to view the oral submissions made at the statutory public meeting held by the Toronto and East York Community Council for this application, as these submissions are broadcast live over the internet and recorded for review.

POLICY CONSIDERATIONS

Provincial Land-Use Policies: Provincial Policy Statement and Provincial Plans

Provincial Policy Statements and geographically specific Provincial Plans, along with municipal Official Plans, provide a policy framework for planning and development in the Province. This framework is implemented through a range of land use controls such as zoning by-laws, plans of subdivision and site plans.

The Provincial Policy Statement (2014)

The Provincial Policy Statement (2014) (the "PPS") provides policy direction province-wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. It includes policies on key issues that affect communities, such as:

- The efficient and wise use and management of land and infrastructure over the long term in order to minimize impacts on air, water and other resources;
- Protection of the natural and built environment;
- Building strong, sustainable and resilient communities that enhance health and social well-being by ensuring opportunities exist locally for employment;
- Residential development promoting a mix of housing; recreation, parks and open space; and transportation choices that increase the use of active transportation and transit; and
- Encouraging a sense of place in communities, by promoting well-designed built form and by conserving features that help define local character.

The provincial policy-led planning system recognizes and addresses the complex inter-relationships among environmental, economic and social factors in land use planning. The PPS supports a comprehensive, integrated and long-term approach to planning, and recognizes linkages among policy areas.

The PPS is issued under Section 3 of the [Planning Act](#) and all decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS. Comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS.

The PPS recognizes and acknowledges the Official Plan as an important document for implementing the policies within the PPS. Policy 4.7 of the PPS states that, "The official plan is the most important vehicle for implementation of this Provincial Policy Statement. Comprehensive, integrated and long-term planning is best achieved through official plans."

Provincial Plans

Provincial Plans are intended to be read in their entirety and relevant policies are to be applied to each situation. The policies of the Plans represent minimum standards. Council may go beyond these minimum standards to address matters of local importance, unless doing so would conflict with any policies of the Plans.

All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS and shall conform with Provincial Plans. All comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS and conform with Provincial Plans.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) (the "Growth Plan (2019)") came into effect on May 16, 2019. This new plan replaces the previous Growth Plan for the Greater Golden Horseshoe, 2017. The Growth Plan (2019) continues to provide a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part. The Growth Plan, 2019 establishes policies that require implementation through a Municipal Comprehensive Review (MCR), which is a requirement pursuant to Section 26 of the Planning Act that comprehensively applies the policies and schedules of the Growth Plan (2019), including the establishment of minimum density targets for and the delineation of strategic growth areas, the conversion of provincially significant employment zones, and others.

Policies not expressly linked to an MCR can be applied as part of the review process for development applications, in advance of the next MCR. These policies include:

- Directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, contribute to environmental sustainability and provide for a more compact built form and a vibrant public realm;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Achieving complete communities with access to a diverse range of housing options, protected employment zones, public service facilities, recreation and green space that better connect transit to where people live and work;

- Retaining viable lands designated as employment areas and ensuring redevelopment of lands outside of employment areas retain space for jobs to be accommodated on site;
- Minimizing the negative impacts of climate change by undertaking stormwater management planning that assesses the impacts of extreme weather events and incorporates green infrastructure; and
- Recognizing the importance of watershed planning for the protection of the quality and quantity of water and hydrologic features and areas.

The Growth Plan (2019) contains policies pertaining to population and employment densities that should be planned for in major transit station areas (MTSAs) along priority transit corridors or subway lines. MTSAs are generally defined as the area within an approximately 500 to 800 metre radius of a transit station, representing about a 10-minute walk. The Growth Plan requires that, at the time of the next municipal comprehensive review (MCR), the City update its Official Plan to delineate MTSA boundaries and demonstrate how the MTSAs achieve appropriate densities.

The Growth Plan (2019) builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan (2019) take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise.

In accordance with Section 3 of the Planning Act all decisions of Council in respect of the exercise of any authority that affects a planning matter shall conform with the Growth Plan. Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with the Growth Plan.

Toronto Official Plan

This application has been reviewed against the policies of the City of Toronto Official Plan, University of Toronto Secondary Plan and Site and Area Specific Policy 334. The City of Toronto Official Plan can be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>.

Chapter 2 - Shaping the City

The site is identified as part of the Downtown and Central Waterfront on Map 2 of the Official Plan. The Official Plan states that the Downtown will continue to evolve as a healthy and attractive place to live and work as new development that supports the reurbanization strategy and the goals for the Downtown is attracted to the area. While the Downtown is identified as an area offering opportunities for substantial employment and residential growth, this growth is not anticipated to be uniform. Design guidelines specific to districts of historic or distinct character will be implemented to ensure new development respects the context of such districts in terms of the development's fit with existing streets, setbacks, heights and relationship to landmark buildings.

Chapter 3 - Building a Successful City

Chapter Three of the Official Plan identifies that most of the City's future development will be infill and redevelopment and, as such, will need to fit in, respect and improve the character of the surrounding area. Section 3.1.1 of the Official Plan contains Public Realm policies that recognize the essential role of our streets, open spaces, parks and other key shared public assets in creating a great city. These policies aim to ensure that a high level of quality is achieved in landscaping, urban design and architecture in public works and private developments to ensure that the public realm is beautiful, comfortable, safe and accessible.

Section 3.1.2 of the Official Plan contains Built Form policies, which state that development will be located, organized and massed to fit harmoniously with the existing and/or planned context, and to frame and support adjacent streets, parks and open spaces. Development will limit its impacts on neighbouring properties and the public realm by respecting street proportions, creating appropriate transitions in scale, providing for adequate light and privacy, limiting impacts of servicing and vehicular access on the property and neighbouring properties, and limiting shadow and wind impacts.

Section 3.1.3 of the Official Plan indicates that Tall Buildings come with larger civic responsibilities and obligations than other buildings. Tall building proposals will address key urban design considerations, including:

- Meeting the built form principles of the Official Plan;
- Demonstrating how the proposed buildings and site designs will contribute to and reinforce the overall City structure;
- Demonstrating how the proposed buildings and site designs relate to the existing and/or planned context;
- Taking into the account the relationship of the topography and other tall buildings; and
- Providing high quality, comfortable and usable publicly accessible open space areas.

Section 3.1.5 of the Official Plan addresses the identification and evaluation of properties of cultural heritage value or interest. It provides for conservation of heritage resources and includes policies that state that Heritage Impact Assessments will evaluate the impact of a proposed alteration to a property on the Heritage Register and/or to properties adjacent to a property on the Heritage Register, to the satisfaction of the City.

Chapter 4- Land Use Designations

The subject site is designated Mixed Use Areas on Map 18 of the Official Plan. Section 4.5 outlines that this designation permits a broad range of commercial, residential and institutional uses, and includes policies and development criteria to guide development and its transition between areas of different development intensity and scale. The development criteria in Mixed Use Areas include:

- Creating a balance of high quality commercial, residential, institutional and open space uses that reduces automobile dependency and meets the needs of the local community;
- Providing for new jobs and homes for Toronto's growing population on underutilized lands, creating and sustaining well-paid, stable, safe and fulfilling employment opportunities;
- Locating and massing new buildings to frame the edges of streets and parks with good proportion and maintaining sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks and open spaces;
- Providing an attractive, comfortable and safe pedestrian environment; and
- Taking advantage of nearby transit services.

See Attachment 3 of this report for the land use map.

University of Toronto Secondary Plan (1997)

The site is subject to the existing University of Toronto Secondary Plan, which was adopted in 1997 under the former City of Toronto Official Plan and was brought forward unchanged into the current Official Plan. The objectives for the Secondary Plan Area are to:

- Recognize and protect the Area primarily as an Institutional District;
- Provide planning regulations that give the institutions flexibility to adjust to changing program, technological and funding constraints; and
- Preserve, protect and enhance the unique built form, heritage and landscape character of the Area.

Section 3.3 of the Secondary Plan outlines Built Form policies, which are intended to guide development in the area. These policies direct that:

- New buildings will be sited in a manner that clearly defines and gives form to the edges of streets, open spaces and mid-block pedestrian routes;
- The height and mass of new buildings will achieve an appropriate relationship to the scale of adjacent streets and open spaces, ensuring access to sunlight and skyview and shelter from prevailing winds; and

- New buildings will achieve a harmonious relationship to their built form context through consideration of matters such as, but not limited to, the building massing and setbacks, roof line and profile, scale, texture, architectural detail and expression, including fenestration and materials.

The Secondary Plan identifies 29 sites across the area with development potential. These sites are identified as having development potential based on the policies of the Plan and the associated design guidelines. The subject site is identified as one of the potential development sites and the Plan includes a built form envelope for the site. Policy 6.1 of the Secondary Plan permits increases to the height and density of the potential development sites provided that the proposal fulfills the objectives of the Plan and Section 3 in particular, through the review of a Zoning By-law Amendment application.

See Attachment 4 of this report for a map of the Secondary Plan Area.

Site and Area Specific Policy 334

The lands along both sides of Bloor Street West between Avenue Road and Bathurst Street are subject to Site and Area Specific Policy 334, which provides general direction for development along this segment of the Bloor corridor and outlines streetscaping initiatives. It requires new development to respond to the function and character of these unique areas with built form that generally provides for a transition in height, density and scale from higher buildings in the east to the low-rise character in the west, with nodes of development at key intersections near transit hubs.

The site is located in the Institutional Precinct in Site and Area Specific Policy 334. Development within the Institutional Precinct will contribute to a cohesive and pedestrian-oriented public realm, with a consistent street wall, active uses at grade, and will fill in gaps in the streetscape. Nodes of development are to be concentrated at key intersections adjacent to transit hubs.

OPA 352 – Downtown Tall Building Setback Area

On October 5-7, 2016, City Council adopted Official Plan Amendment (OPA) 352 – Downtown Tall Building Setback Area (currently under appeal). The purpose of OPA 352 is to establish the policy context for tall building setbacks and separation distances between tower portions of tall buildings Downtown. At the same meeting, City Council adopted area-specific Zoning By-laws 1106-2016 and 1107-2016 (also under appeal), which provide the detailed performance standards for portions of buildings above 24 metres in height.

TOcore: Planning Downtown

City Council adopted OPA 406 on July 27, 2018. OPA 406 included amendments to the Downtown section of the Official Plan and Map 6 of the Official Plan and brought forward a new Secondary Plan for the entire Downtown area.

On August 9, 2018 the City's application under Section 26 of the Planning Act was sent to the Minister of Municipal Affairs and Housing (MMAH) for approval. The Ministry issued its decision regarding OPA 406 on June 5, 2019.

As part of the decision the Ministry revised the Plan to add the following transition policy: "This Plan does not apply to applications for official plan amendment, zoning by-law amendment, draft plan of subdivision or condominium approval, site plan approval, consent or minor variance which were complete prior to the approval of this Plan and which are not withdrawn. In-force site-specific official plan and/or zoning by-law amendments shall be deemed to conform with this Plan." Given that this application was complete prior to June 5, 2019, OPA 406, the new Downtown Secondary Plan, does not apply to this application. However, applicable policies from the Council-adopted version of the Downtown Plan are referenced in the Comments section of the report as per Council direction at the time of the adoption of OPA 406 to use the policies contained within the Downtown Plan to inform the evaluation of development applications in the area while the OPA was under consideration by the Minister

University of Toronto Secondary Plan Review

As noted, the site is within the University of Toronto Secondary Plan area, which is subject to an Official Plan Amendment application (File No.: 16 221931 STE 20 OZ) to establish a new University of Toronto St. George Campus Secondary Plan. This would replace the existing Secondary Plan that was adopted in 1997. The purpose of the new Secondary Plan is to provide an updated policy framework that would manage change and guide new development in the area. Additional information about the application may be found here: www.toronto.ca/planning/UofTSecondaryPlan.

On July 23, 2018, City Council adopted a Status Report on the University of Toronto St. George Campus - Official Plan Amendment, and endorsed a series of principles for the Secondary Plan Area, including:

- Protect the Secondary Plan area for predominantly institutional land uses along with ancillary uses that support the functioning of the area as an institutional district
- Prioritize the movement of pedestrians and cyclists
- Conserve built heritage resources and cultural heritage landscapes
- Enhance and expand the existing open space and public realm network
- Affirm that the institutional uses, collection of heritage resources and public realm network are character-defining elements of the area
- Ensure that the Secondary Plan area will continue to grow and evolve in a way that positively contributes to the character-defining elements of the area

City Council's decision may be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.TE34.88>

City Council has not made a decision, as of the date of this report, to adopt an Official Plan Amendment to amend the University of Toronto Secondary Plan. Staff anticipate preparing a Final Report for the new Secondary Plan and Urban Design Guidelines for the area in the fall of 2019. The existing University of Toronto Secondary Plan remains in force and effect.

The outcome of staff analysis and review of relevant Official Plan policies and designations; the University of Toronto Secondary Plan; the Council-adopted Downtown Plan; Site and Area Specific Policy 334; and the emerging direction of the University of Toronto St. George Campus Secondary Plan noted above are summarized in the Comments section of the report.

Zoning

The northern portion of the site where the new building is proposed is zoned Commercial Residential (CR) in the former City of Toronto Zoning By-law 438-86, as amended. This zoning category permits a range of commercial, residential and institutional uses. The University has an area-specific zoning exception (12(2)310) in Zoning By-law 438-86, which establishes built form envelopes for sites identified in the Secondary Plan as having development potential. The envelope for the site has a maximum height limit of 28 metres. The site is not subject to City of Toronto Zoning By-law 569-2013.

See Attachment 5 of this report for the site's existing zoning.

Design Guidelines

Part III of the PPS under the section titled "Guidance Material" states that guidance material and technical criteria may be issued from time to time to assist planning authorities and decision-makers with implementing the policies of the Plan. Policy 5.2.5.6 of the Growth Plan indicates supporting documents, such as design guidelines, will direct the development of a high quality public realm and compact built form in achieving minimum intensification and density targets of the Plan. Official Plan Policy 5.3.2.1 states that guidelines will be adopted to advance the vision, objectives and policies of the Plan. Urban design guidelines are intended to provide a more detailed framework for built form and public improvements. The following design guidelines that have been adopted by City Council apply to the proposed development.

University of Toronto (Main Campus) Urban Design Guidelines

The University of Toronto (Main Campus) Urban Design Guidelines are intended to be read in conjunction with the policies of the Official Plan and the University of Toronto Secondary Plan. The design guidelines provide detailed built form envelopes for those sites identified as having development potential in the Secondary Plan and as further outlined in the area-specific zoning exception (12(2)310) in Zoning By-law 438-86, as required in Section 6 - Implementation, of the University of Toronto Secondary Plan. The envelope for the site has a maximum height limit of 28 metres and a minimum setback of six metres from Devonshire Place. The guidelines may be found here: <https://www.toronto.ca/wp-content/uploads/2017/08/8f36-Toronto-Urban-Design-Guidelines-University-of-Toronto-Main-Campus.pdf>.

City-Wide Tall Building Design Guidelines

City Council has adopted city-wide Tall Building Design Guidelines and directed City Planning staff to use these Guidelines in the evaluation of tall building development applications. The Guidelines establish a unified set of performance measures for the evaluation of tall building proposals to ensure they fit within their context and minimize their local impacts. The guidelines may be found here: <https://www.toronto.ca/legdocs/mmis/2013/pg/bgrd/backgroundfile-57177.pdf>.

Site Plan Control

The application is subject to Site Plan Control. A Site Plan Control application has not been submitted.

COMMUNITY CONSULTATION

On March 21, 2019, staff hosted a Community Consultation Meeting to discuss the proposed development. Approximately five members of the public were in attendance as well as the Ward Councillor and the applicant. No opposition to the proposal was expressed at the time. A number of written comments and phone calls about the application have been received as well. The primary issues raised in the correspondence relate to the proposed height and floorplate size. These issues are addressed in the comments section below.

COMMENTS

Provincial Policy Statement and Provincial Plans

The proposal has been reviewed and evaluated against the PPS (2014) and the Growth Plan (2019). The proposal has also been reviewed and evaluated against Policy 5.1 of the Growth Plan as described in the Issue Background section of the Report. Staff have determined that the proposal is consistent with the PPS and conforms with the Growth Plan as follows:

Section 2 of the Planning Act requires municipalities to have regard for matters of provincial interest, including the conservation of features of significant architectural,

cultural, historical, archeological or scientific interest, the adequate provision of employment opportunities, and the promotion of a built form that is well designed, encourages a sense of place, and provides for public spaces that are of high quality, safe, accessible, attractive, and vibrant. The proposed development has regard for relevant matters of provincial interest, as the proposed development conserves adjacent heritage resources to the north and west, the built form is well-designed with a height, scale and massing that is appropriate for its context and for the proposed institutional uses, and the development will create new employment opportunities at the campus along with increased institutional space.

The PPS establishes that healthy, liveable and safe communities are sustained by, among other matters, promoting efficient development and land use patterns and accommodating an appropriate range and mix of residential, employment, institutional, parks and opens spaces and other uses to meet long-term needs (Policy 1.1.1). The proposed development addresses these objectives by adding new institutional uses and intensifying the site with an appropriate tower form that is well removed from low-rise residential neighbourhoods to the north and west, provides a transition down from Bloor Street West to the interior of the campus and limits potential impacts on surrounding properties. It also maintains the outdoor, publicly accessible, landscaped mid-block connections east-west through the site and north-south along the west side of the site to connect Devonshire Place, St. George Street and Hoskin Avenue through the interior of the block.

Policy 1.3.1 states that authorities shall promote economic development and competitiveness by, among other approaches, providing for an appropriate mix and range of employment and institutional uses to meet long-term needs and encouraging compact, mixed-use development that incorporates compatible employment uses to support liveable and resilient communities. Policy 1.6.7.4 states that land use pattern, density and mix of uses should be promoted that minimizes the length and number of vehicle trips and support current and future use of transit and active transportation. The proposed development is consistent with this policy direction by providing a range of institutional uses in the development and contributing to the enhancement and vitality of the campus and surrounding neighbourhoods in an appropriate built form at a location that is in close proximity to two subway stations, the Spadina streetcar line and the Bloor Street West cycling lanes.

The Growth Plan (2019) identifies the Downtown as an Urban Growth Centre, which is a regional focal point for accommodating population and employment growth in complete communities that are well designed to meet people's needs for daily living throughout an entire lifetime (Section 2.2.3).

Policy 2.2.2.3 of the Growth Plan directs municipalities to develop a strategy to achieve minimum intensification targets, which will encourage intensification generally throughout the delineated built up area, recognize strategic growth areas as the key focus for development, and identify the appropriate type and scale of development in strategic growth areas and transition of built form towards adjacent areas. Policy 5.2.5.6 states that, in planning to achieve the minimum intensification and density targets of the Plan, municipalities will develop and implement urban design and Official Plan policies,

including other supporting documents, which direct the development of a high quality public realm and compact built form.

The site is located in the Downtown Urban Growth Centre. The planning framework that governs this site includes the Official Plan, University of Toronto Secondary Plan, Council-adopted Downtown Plan and University of Toronto Urban Design Guidelines, which contain policies and guidelines that support a high quality public realm and compact built form. The Downtown Urban Growth Centre is on track to meet its density target of 400 residents and workers per hectare, as set out in the Growth Plan (Policy 2.2.3.2.a). It is noted that the target is the average of the entire Urban Growth Centre and it is not for any one particular area within the Centre, such as the University of Toronto Secondary Plan Area, to meet this target (Policy 5.2.5.4). While the proposed development is not required for the city to meet the density target of 400 people and jobs per hectare in the Downtown Urban Growth Centre, it will contribute towards meeting and/or exceeding this specific target.

The application conforms to the policy direction to target growth to the Downtown Urban Growth Centre (Policy 2.2.1.2), supports the achievement of complete communities by contributing to the mix of land uses on the site and in the area (Policy 2.2.1.4), and is located on a campus where institutional growth is anticipated (Policy 2.2.5.2). The proposal represents a form of contextually appropriate intensification that makes efficient use of land and existing services, including proximity to public and active transportation. The proposal provides for a high quality, compact built form that meets applicable urban design standards and incorporates sustainable development principles.

Land Use

The proposed institutional uses are permitted in both the Official Plan and Zoning By-law. The uses are both compatible with the adjacent institutional, residential and office uses and are consistent with the development criteria contained in the Official Plan as well as the policies of the Official Plan as a whole.

Massing, Height, Density

This application has been reviewed against the policies and direction contained in the Official Plan, University of Toronto Secondary Plan, Council-adopted Downtown Plan, Site and Area Specific policies, planning studies and design guidelines described in the Issue Background section of the report. Given the existing and planned context of the subject property and the surrounding area, the density, height and massing proposed by the applicant is appropriate and can be supported by staff.

The Official Plan identifies that development must be considered not only in terms of the individual building and site, but also in terms of how the building and site fit within the larger existing and planned context of the surrounding area. All new development in Mixed Use Areas is required to locate and mass new buildings to frame the edge of streets, maintain sunlight and comfortable wind conditions and provide a transition between areas of different development intensity and scale (Policy 3.1.2.4 and 4.5.2, and 3.3.1 of the Secondary Plan). These objectives are addressed by ensuring that

developments provide appropriate setbacks and/or stepping down of heights and by locating the mass of new buildings in a manner that is sensitive and limits the shadow impacts during the spring and fall equinoxes.

The site is an appropriate location for a tall building given its location within the Downtown, its surrounding context, which includes a number of existing and approved tall buildings to the east and west along Bloor Street West, and its location at the northern edge of the low-scale core of the campus in close proximity to two subway stations.

Tall buildings should address key urban design considerations in the Official Plan, including the built form policies and site design, and general fit within the existing and planned context, while providing usable publicly accessible open space. Tower placement, separation distances, building orientation, articulation, floor plate size and stepbacks are key considerations when reviewing tall buildings (Policy 3.1.3.2 and 4.5.2).

The base of the building appropriately frames the edge of the street and mid-block connection and create a comfortable urban environment on the site. The existing Goldring Centre, which has a height of approximately 20 metres, will be maintained and would function as the base building of the proposed tower above at the north end of the existing building. The tower portion of the building would be suitably stepped back from the edge of the base building, which reinforces the visual prominence of the base building and meets the intent of the Tall Building Design Guidelines. Rather than including conventional stepbacks above a base building, an addition to the portion of the existing building where the tower would be located is proposed to cantilever over the existing setback area by approximately 3.5 metres from the second through fourth storeys. This results in a remaining clear setback of approximately three metres from the property line to the edge of the proposed projection from the existing building for the second through fourth storeys of the building. The existing site includes a six metre setback from the east property line along Devonshire Place and an approximately 11.6 metre sidewalk zone between the curb along Devonshire Place and the existing building edge. This ground-level space would be maintained for the first storey of the entire building, which exceeds the standards of the Tall Building Design Guidelines and Policy 9.5 of the Council-adopted Downtown Plan. Given that the generous sidewalk zone would be maintained and that the projection zone above the first storey would only take up the portion of the site where the tower is proposed, leaving the remaining portion of the setback area along the existing building edge open above, the approach for the stepback to the tower and articulation of the base building is acceptable in this case.

The proposed tower placement, building setbacks and resulting separation distances are acceptable. The established separation distance of approximately six metres between the existing Goldring Centre and the adjacent Woodsworth College building to the west will be maintained through the proposal, along with the existing north-south mid-block connection. A new canopy is proposed above the west building entrance, which will help shelter the entrance and better identify it from St. George Street where the existing outdoor east-west mid-block connection continues through the Goldring Centre building to Devonshire Place.

Staff generally seek to secure a minimum separation distance of 25 metre between towers. The proposed tower would be separated from the existing 18-storey Woodsworth College Residence to the west at 321 Bloor Street West by approximately 36 metres, which would exceed the direction of OPA 352 and the emerging direction of the revised University of Toronto Secondary Plan that require a minimum separation distance of 25 metres between towers. Moreover, the direction of the new Secondary Plan does not contemplate additional towers on the adjacent properties on the south side of Bloor Street West at the Varsity Stadium site or properties along St. George Street, so staff do not anticipate future issues with separation distance between towers. The proposed setbacks and separation distances would minimize negative impacts on the public realm, such as shadowing and blockage of sky view, and should maximize the quality of building interiors, including daylighting, natural ventilation and privacy for occupants.

The Tall Building Design Guidelines and Policy 9.16 of the Council-adopted Downtown Plan suggest a maximum tower floor plate 750 square metres. While this is typically sought by staff, Policy 9.17 of the Council-adopted Downtown Plan provides for consideration of larger floorplates where it has been demonstrated to staff's satisfaction that the potential impacts of the larger floorplates have been addressed. The proposed maximum tower floorplate of approximately 865 square metres is appropriate based on the institutional uses proposed, which typically require even larger tower floorplates. This floorplate is acceptable because the proposed building is consistent with the overall intent of the applicable policies and guidelines by providing appropriate setbacks to abutting properties, adequately minimizing shadow impacts (as outlined further below), allowing acceptable sky view from the public realm and presenting an appropriate profile for the skyline.

The proposed height of the tower at 14 storeys and approximately 81 metres including the mechanical penthouse is appropriate for the site and is consistent with the surrounding context. The applicable built form policies in Site and Area Specific Policy 334 state that development will provide for a transition in height, density and scale from higher building forms to the east with the low-rise main street character to the west, with nodes of development at key intersections adjacent to transit hubs. The proposal for 14 institutional storeys and 81 metres represents a transition down in height from both the east to Avenue Road where taller buildings of around 32 storeys exist and the west at the Spadina Node, where taller buildings of up to 38 storeys are planned, beyond which the low-rise main street character is maintained farther west, consistent with the overall intent of Site and Area Specific Policy 334.

Policy 4.5.2 of the Official Plan requires development in Mixed Use Areas to locate and mass new buildings to provide a transition between areas of different development intensity and scale. The site is located just south of Bloor Street West and is adjacent to a number of existing buildings, which range in height from two storeys at 117-123 St. George Street to 32 storeys at 1 Bedford Road. The proposed building would provide an appropriate transition from the higher heights along Bloor Street West to the lower heights in the centre of the campus and would not impact any Neighbourhoods-designated lands, the closest of which are located approximately 145 metres west of the site.

The proposed development would result in a density of approximately 4.3 times the area of the site. Staff are of the opinion that the proposed density represents an appropriate level of intensification for the site, achieving it through an acceptable built form, building height, massing and site organization, and in a way that is compatible with the height and massing of buildings in the immediate area.

The proposal is contextually appropriate and fits with the existing and planned context. The height, position, stepbacks and floorplate of the proposed institutional tower, as well as its impact on and separation from adjacent properties and other tall buildings, are appropriate for the site.

Sun, Shadow, Wind

The Shadow Study submitted in support of the application is satisfactory to staff. The building's massing and height have been designed to minimize shadow impacts on the public realm and adjacent sites. The proposal conforms to the policy direction of the Official Plan by ensuring the development would not create undesirable shadowing impacts on sensitive open space areas or Neighbourhoods-designated lands.

The Pedestrian Level Wind Study submitted with the application concludes that all wind impacts created by the addition of the tower will be minimal and of a tolerable level for sitting, standing, strolling and walking outdoors. Additional wind control measures are recommended for the rooftop terrace at level four to enhance the comfort of users of this space. While wind speeds in this area are expected to be generally comfortable for sitting and standing, they may become higher than desired from time to time. The wind study includes measures that would improve this situation so that extended use of the terrace in shoulder seasons can occur. These proposed landscape and architectural mitigation measures will be secured through the Site Plan Approval process.

Heritage Impact and Conservation Strategy

The subject site is adjacent to the Munk School of Global Affairs and Public Policy at 315 Bloor Street West to the north, which is designated under Part IV of the Ontario Heritage Act, and Woodsworth College at 117 St. George Street to the west, which is listed on the City's Heritage Register. Policy 2.6.3 of the PPS states that planning authorities shall not permit development and site alterations on adjacent lands to protected heritage property except where it has been demonstrated that the heritage attributes of the protected heritage property will be conserved. The policies in section 3.1.5 of the Official Plan require development that is adjacent to heritage resources to ensure the integrity of the heritage property's cultural heritage value and attributes are retained. Tall Building Design Guideline 1.6 further states that tall buildings are to respect and complement the scale, character, form and setting of adjacent heritage properties.

Heritage Preservation Services staff have reviewed the Heritage Impact Assessment submitted with the application and agree that the proposal will not adversely impact the integrity of the adjacent cultural heritage resources. The proposed tower placement, setbacks and massing will mitigate any visual impacts to the scale and form of the adjacent heritage properties. The proposal includes only minimal physical changes to

the Munk School to enhance the internal pedestrian connection between the buildings. This would only impact the contemporary rear addition to the Munk School, which is not included as part of the heritage attributes outlined in the property's designation by-law. The proposed development would conserve the described cultural heritage value and identified heritage attributes of the Munk School and would not adversely impact the cultural heritage value of the adjacent listed Woodsworth College property.

Public Realm and Streetscape

Official Plan policies require that attention be given to the streetscape by ensuring that these areas are attractive, comfortable and functional for pedestrians through landscaping and setbacks that create attractive transitions from the public to private realms, and that new development frames and supports the public realm (Policy 3.1.1.6, 3.1.1.15, 3.1.2.1 and 3.1.2.5). The existing approximately 11.6 metre wide sidewalk area along Devonshire Place would remain unchanged with the addition of the proposed tower. Enhanced planting is proposed in planters along the street and trees impacted by the construction would be replaced. The streetscape improvements will be secured through the Site Plan Approval process.

The existing east-west mid-block connection that runs from St. George Street through the existing building to Devonshire Place is proposed to be improved through the development of the proposed tower through new planting and paving to make it a more accessible, visible and direct connection across the block. The planting, paving, lighting, seating and other design details of the enhancements to the mid-block connection will be secured through the Site Plan Approval process.

The proposed development would help animate the streetscape along Devonshire Place and enhance pedestrian connections across the wider block. The proposal would provide an attractive, comfortable and safe pedestrian environment.

Tree Preservation

The application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles II (Street Trees By-law) and III (Private Tree By-law). The Arborist Report and Tree Preservation Plan submitted in support of the application indicate there are 11 trees both on the site and within the Devonshire Place right-of-way. Two of the City-owned trees within the right-of-way are proposed to be removed and replaced with new trees in the same locations following construction. The applicant is required to submit a tree planting deposit to ensure the planting and survival of two new City-owned trees.

Traffic Impact, Access, Parking

Official Plan policies encourage reduced automobile dependency and promote alternative modes of transportation (Policy 2.4.4 and 4.5.2). The policies attempt to increase the opportunities for better walking and cycling conditions for residents. Pedestrian access is proposed from Devonshire Place and the mid-block connections on the west side of the site. Eighty bicycle parking spaces are proposed at grade outside and 30 bicycle parking spots are proposed inside the building. No vehicle

parking spaces are proposed. The Transportation Impact Study submitted in support of the application concludes that no notable transportation impacts to the area transportation network are anticipated as a result of the proposed development.

Loading access is proposed from Devonshire Place using the existing access to the Goldring Centre. One Type B, two Type C and one convertible space that can be used as one Type B or two Type C loading spaces are proposed to be maintained within the building.

Transportation Services and Solid Waste Services staff have reviewed the proposal and found the proposed parking and loading to be acceptable.

Servicing

Engineering and Construction Services staff reviewed the Functional Servicing and Stormwater Management Report submitted with the application. Revisions to the report, including the results of fire hydrant flow testing, are required to be provided prior to final acceptance by staff to demonstrate whether the existing municipal infrastructure is adequate to service the proposed development and to determine what upgrades may be required to the existing infrastructure to support the proposed development. Staff recommend that a revised Functional Servicing Report and fire hydrant flow testing be submitted to the satisfaction of the Chief Engineer and Executive Director of Engineering and Construction Services prior to introducing the necessary Bills to City Council.

Toronto Green Standard and Sustainability

Council has adopted the four-tier Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments, Draft Plans of Subdivision and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. Tiers 2, 3 and 4 are voluntary, higher levels of performance with financial incentives. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement or Registered Plan of Subdivision.

The applicant is required to meet Tier 1 of the TGS. The site specific Zoning By-law will secure performance measures for the following Tier 1 development features: the wider sidewalk along Devonshire Place and the mid-block connections to the west, covered outdoor waiting areas and bicycle parking spaces. Other applicable TGS performance measures will be secured through the Site Plan Approval process.

A key component of the proposal to address environmental sustainability measures is the use of mass timber as the primary construction material. Mass timber construction produces a lower carbon footprint than traditional building materials as less energy is required to produce the mass timber material and local Canadian timber can be used.

Conclusion

The proposal has been reviewed against the policies of the PPS (2014), the Growth Plan (2019) and the Toronto Official Plan, applicable urban design guidelines, the Council-adopted Downtown Plan and the emerging direction of the updated Secondary Plan. Staff are of the opinion that the proposal is consistent with the PPS (2014), conforms with the Growth Plan (2019) and is in keeping with the intent of the Toronto Official Plan. The proposal represents intensification at an appropriate location and in an appropriate form based on the existing and planned context of the site. The proposed tower placement, height and massing are appropriate for the site, would introduce new institutional uses on the campus and contribute to the mix of uses in the larger area, and would result in enhanced publicly accessible mid-block connections through the block and an improved streetscape. Staff recommend that Council approve the application.

CONTACT

Paul Johnson, Senior Planner, Tel. No. 416-397-0259, E-mail:
Paul.M.Johnson@toronto.ca

SIGNATURE

Lynda H. Macdonald, MCIP, RPP, OALA, FCSLA
Director, Community Planning
Toronto and East York District

ATTACHMENTS

City of Toronto Data/Drawings

Attachment 1: Application Data Sheet

Attachment 2: Location Map

Attachment 3: Official Plan Land Use Map

Attachment 4: University of Toronto Secondary Plan Area

Attachment 5: Existing Zoning By-law Map

Attachment 6: Draft Zoning By-law Amendment to Amend By-law 438-86

Applicant Submitted Drawings

Attachment 7: Site Plan

Attachment 8: East Elevation

Attachment 9: North Elevation

Attachment 10: South Elevation

Attachment 11: West Elevation

Attachment 12: 3D Model of Proposal in Context Looking Northeast

Attachment 13: 3D Model of Proposal in Context Looking Southwest

Attachment 1: Application Data Sheet

Municipal Address: 100 Devonshire Place Date Received: August 31, 2018

Application Number: 18 218741 STE 20 OZ

Application Type: Rezoning

Project Description: Proposed 14-storey institutional tower at the northern portion of the existing four-storey Goldring Centre for High Performance Sport, which would form the base of the building.

Applicant	Agent	Architect	Owner
Maclennan Jaunkalns Miller Architects (MJMA)		Patkau and MJMA	University of Toronto

EXISTING PLANNING CONTROLS

Official Plan Designation: Mixed Use Areas Site Specific Provision: Yes

Zoning: CR in 438-86 Heritage Designation: No

Height Limit (m): 28 Site Plan Control Area: Yes

PROJECT INFORMATION

Site Area (sq m): 3,802 Frontage (m): 83 Depth (m): 46

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	800	540	260	800
Non-Residential GFA (sq m):	6,517	6,257	10,145	16,402
Total GFA (sq m):	6,517	6,257	10,145	16,402
Height - Storeys:	4	4	10	14
Height - Metres:	20	20	54	74

Lot Coverage Ratio (%) : 21.04 Floor Space Index: 4.31

Floor Area Breakdown Above Grade (sq m) Below Grade (sq m)

Institutional/Other GFA: 16,402

Parking and Loading

Parking Spaces: 0 Bicycle Parking Spaces: 110 Loading Docks: 4

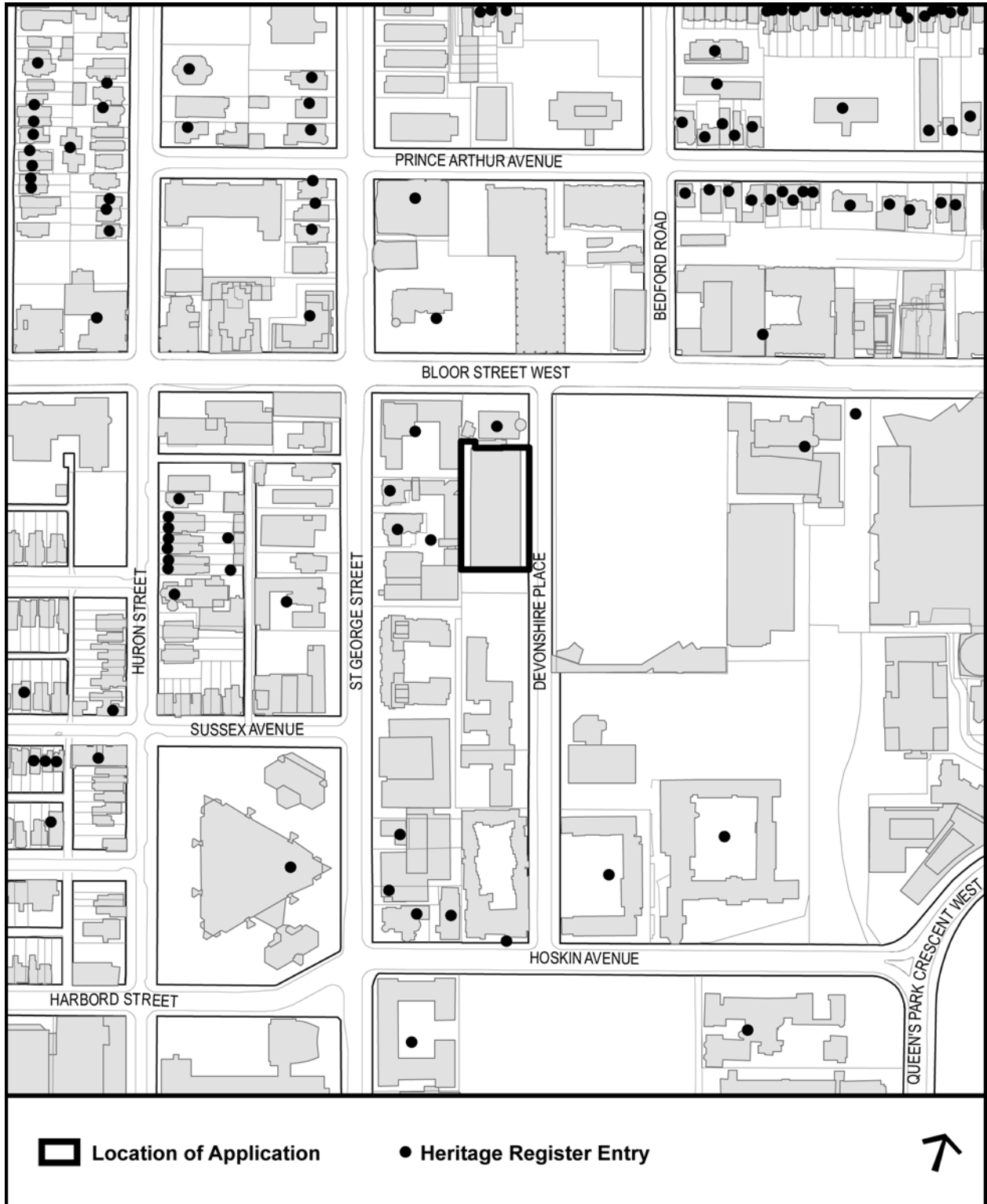
CONTACT:

Paul Johnson, Senior Planner

416-397-0259

Paul.M.Johnson@toronto.ca

Attachment 2: Location Map









Attachment 3: Official Plan Land Use Map



TORONTO
 Extract from Official Plan

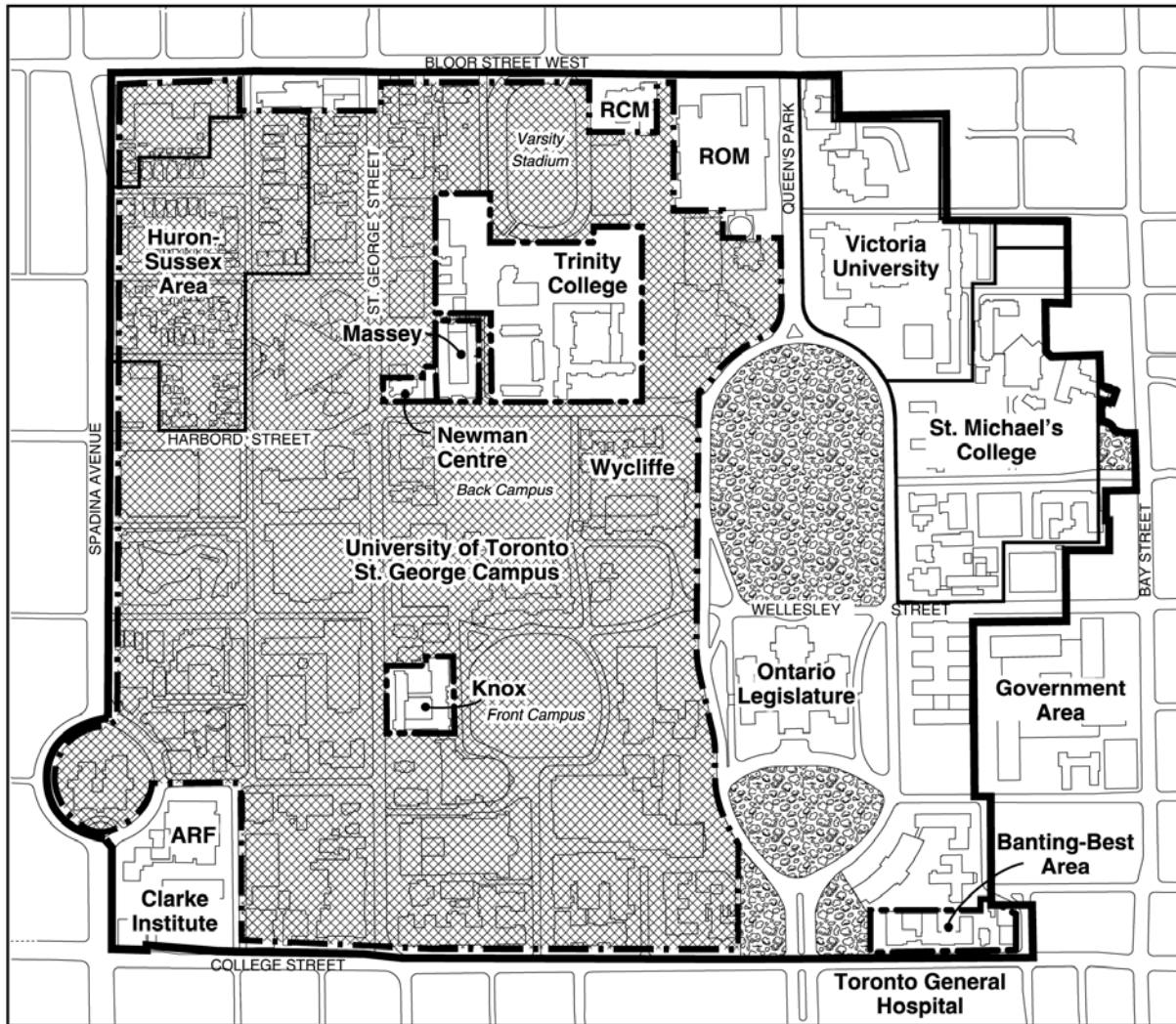
100 Devonshire Place

File # 18 218741 STE 20 0Z

- | | | | |
|---|-------------------------|---|--------------------------|
|  | Location of Application |  | Parks & Open Space Areas |
|  | Neighbourhoods |  | Parks |
|  | Mixed Use Areas | | |
|  | Institutional Areas | | |

↑
 Not to Scale
 01/17/2019

Attachment 4: University of Toronto Secondary Plan Area



October 2009

- Secondary Plan Boundary
- U of T Master Plan Area (St. George Campus)
- Subareas
- Parks and Open Areas

- ARF** Addiction Research Foundation
- RCM** Royal Conservatory of Music
- ROM** Royal Ontario Museum

Note:
Properties of Knox College, Massey College, Trinity College and the Newman Centre are not included in the University of Toronto Master Plan

University of Toronto Secondary Plan

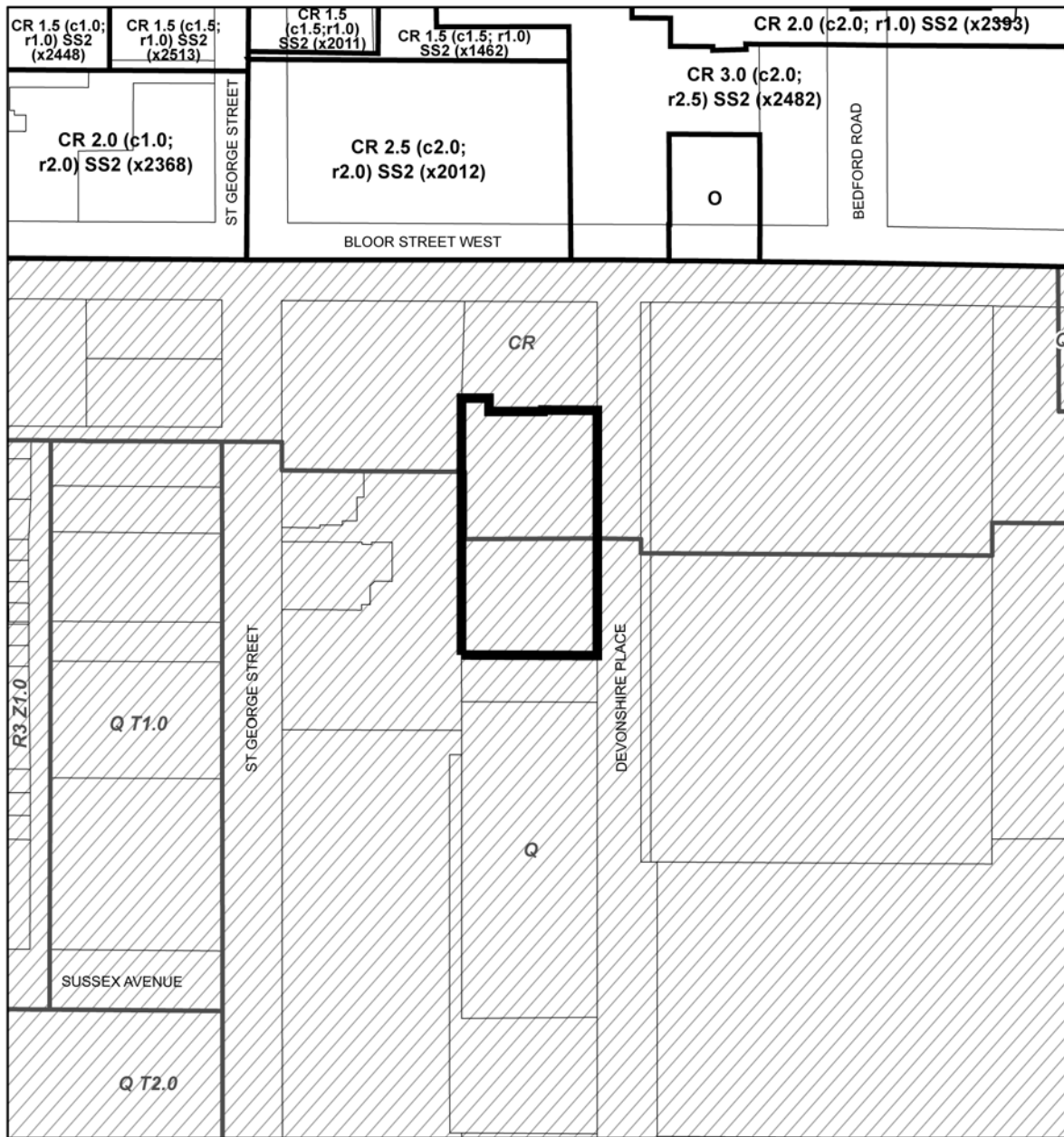
100 Devonshire Place

MAP 20-1 Area Institutions and Subareas

Not to Scale

File # 18 218741 STE 20 0Z

Attachment 5: Existing Zoning By-law Map



Zoning By-law 569-2013

100 Devonshire Place

File # 18 218741 STE 20 0Z



Location of Application

CR Commercial Residential

O Open Space



See Former City of Toronto By-law No. 438-86

R3 Residential District

CR Mixed-Use District

Q Mixed-Use District



Not to Scale
Extracted: 05/23/2019

Attachment 6: Draft Zoning By-law Amendment to Amend By-law 438-86

To be available prior to the June 25, 2019 Toronto and East York Community Council Meeting

Attachment 7: Site Plan



Site Plan

100 Devonshire Place

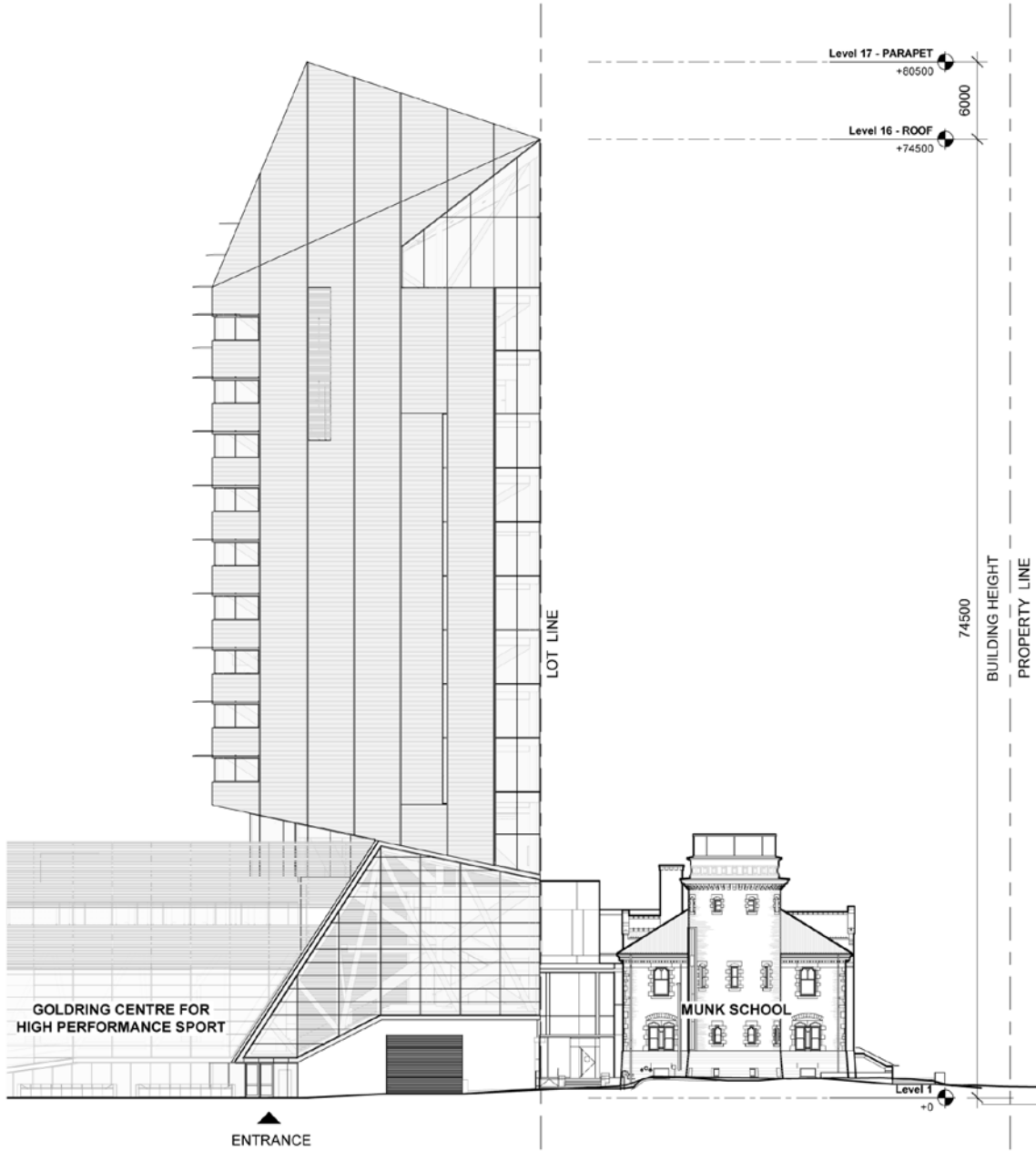
Applicant's Submitted Drawing

Not to Scale
01/17/2019



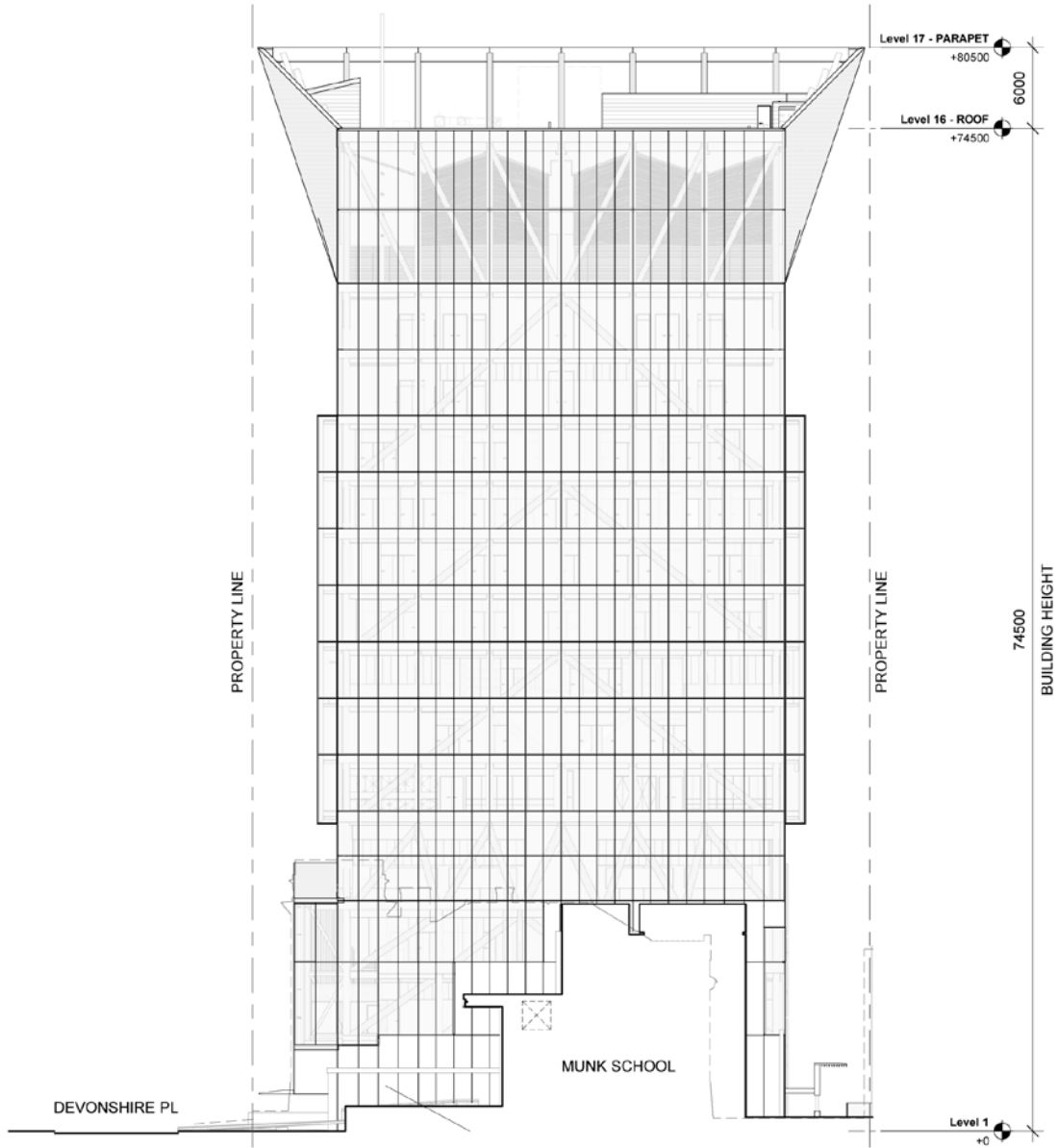
File # 18 218741 STE 20 0Z

Attachment 8: East Elevation



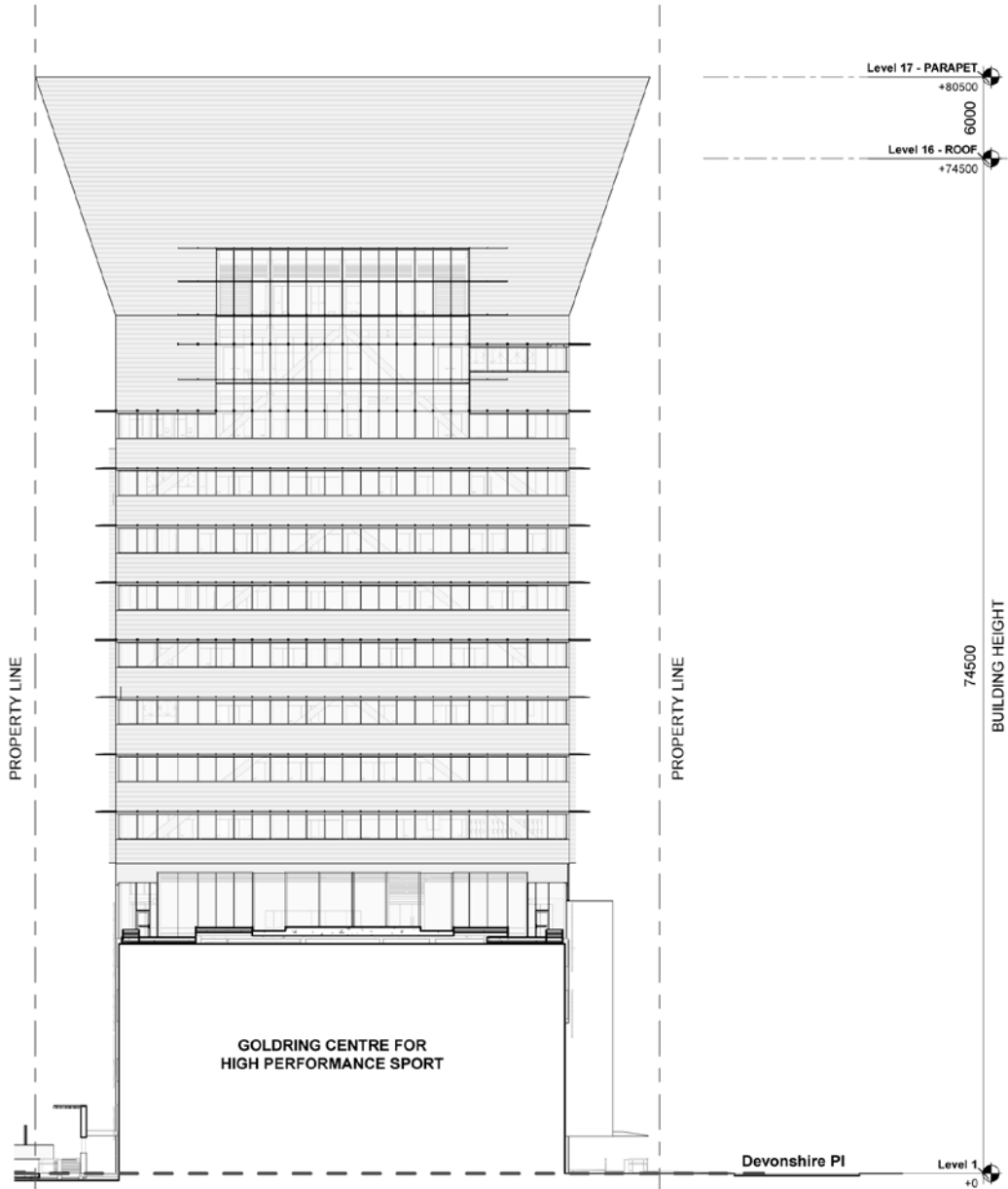
East Elevation

Attachment 9: North Elevation



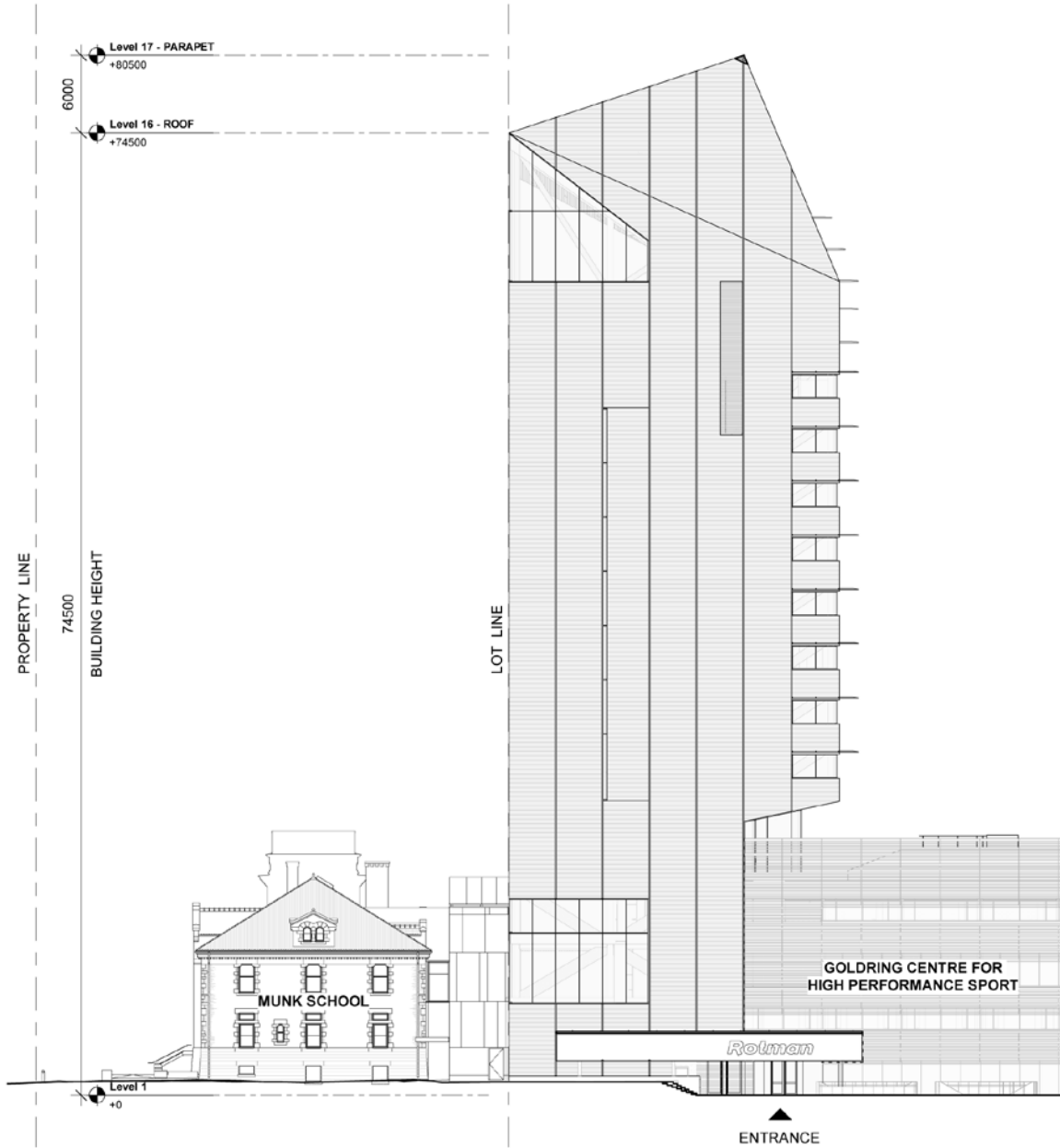
North Elevation

Attachment 10: South Elevation



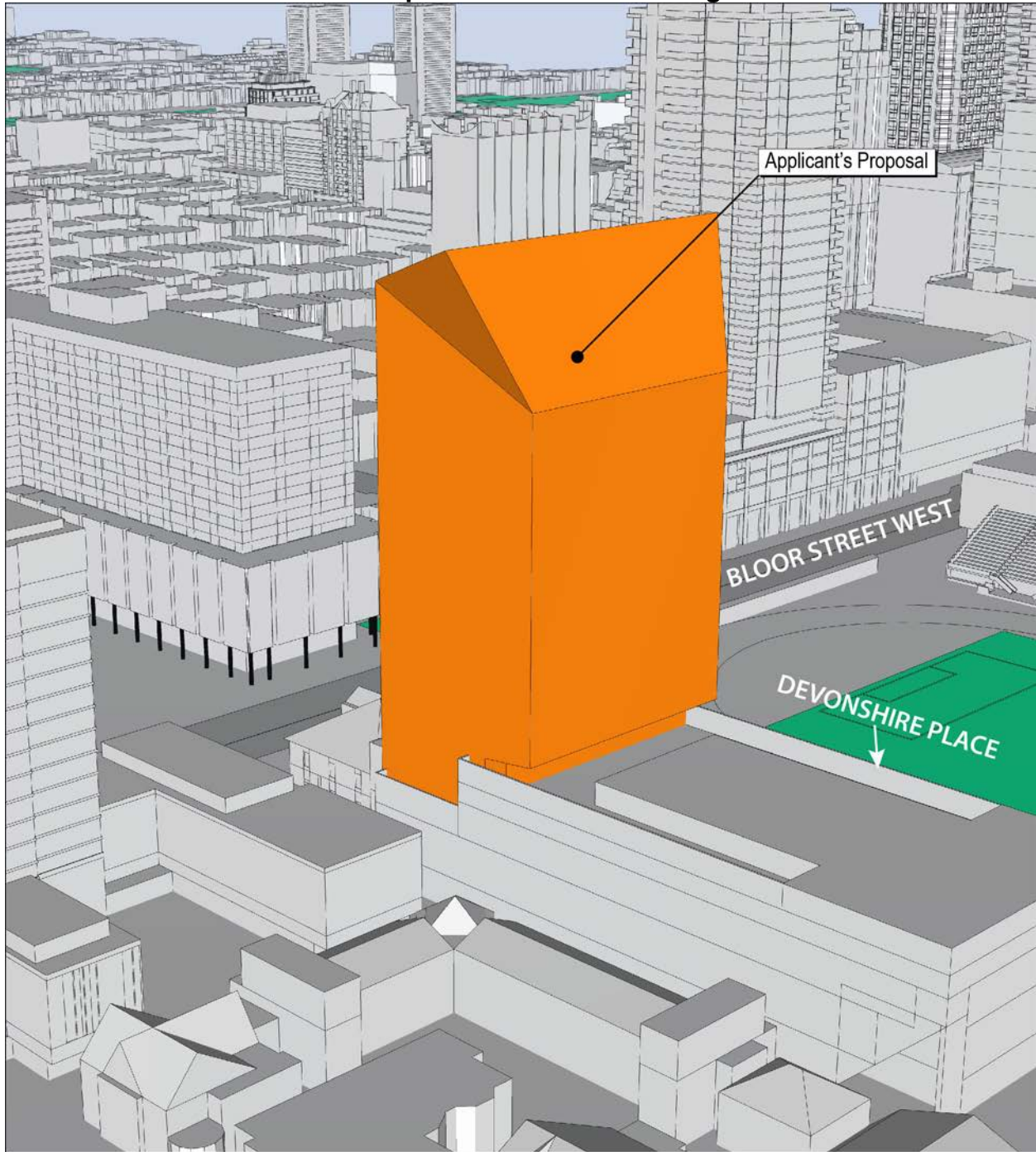
South Elevation

Attachment 11: West Elevation



West Elevation

Attachment 12: 3D Model of Proposal in Context Looking Northeast

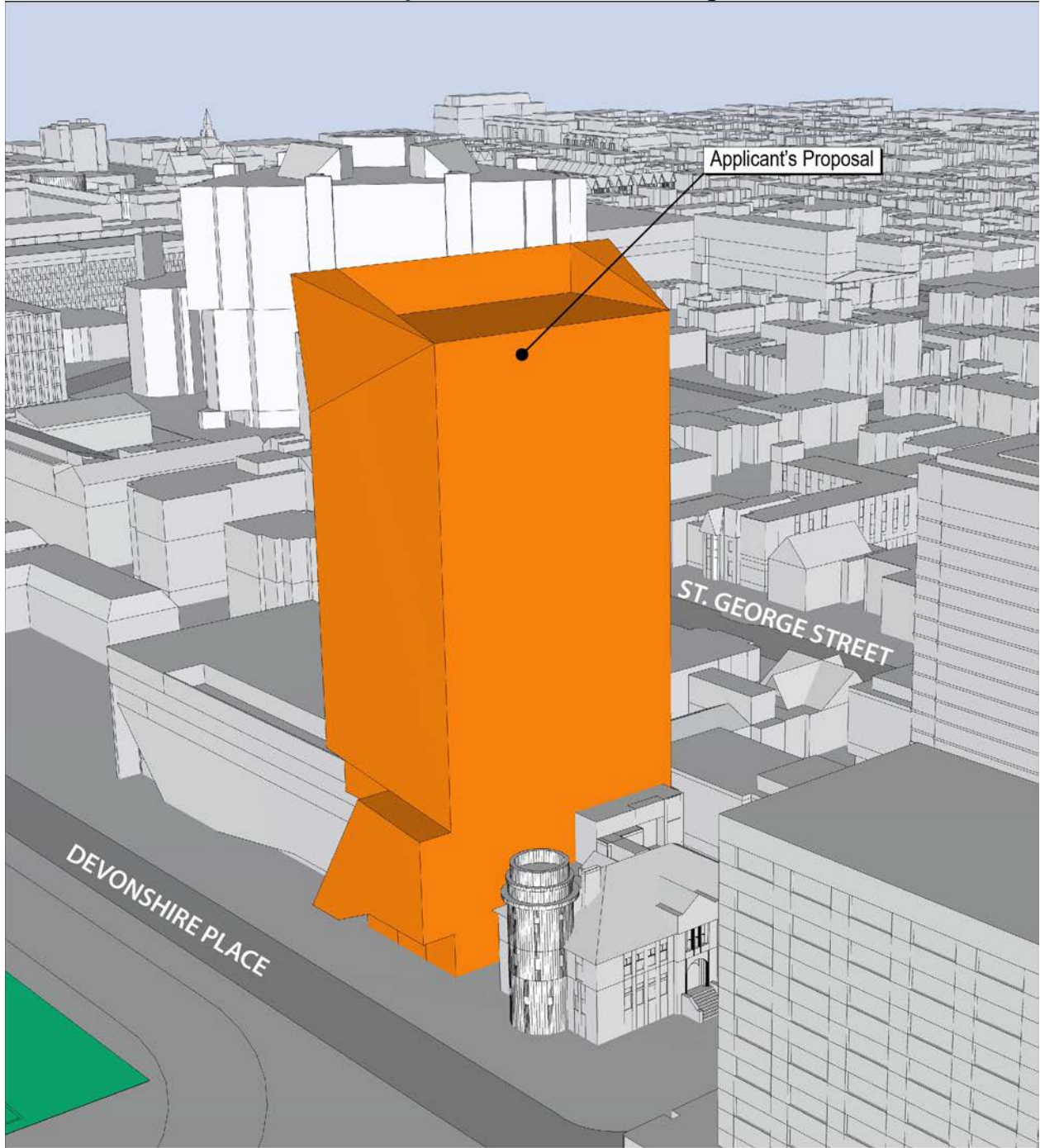


View of Applicant's Proposal Looking Northeast



05/23/2019

Attachment 13: 3D Model of Proposal in Context Looking Southwest



View of Applicant's Proposal Looking Southwest



05/23/2019